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ABSTRACT

The 1974 Assembly of the American Association of Community and Junior Colleges (AACJC) started with the assumption that the basic mission of the community college is inseparably tied to the interests and needs of its community. Assembly members focused their attention on how community colleges can overcome restraints and barriers inhibiting the development and provision of performance-oriented community-based postsecondary education. In this report, Hans Spiegel presents an analytical framework for community needs assessment; Benjamin Wygal analyzes where community colleges are now and suggests how they can translate community perceptions into their objectives; and James Farmer and Tallman Trask describe the current uses of outcomes measurement by community colleges, discuss the three major forces affecting institutional funding in the future, and present a series of short survey questionnaires which can be used to measure student attitudes, characteristics, and motivations. Following these reports, William Shannon reviews the problems highlighted by the Assembly and presents the policy recommendations they made. These problems and policies are concerned with mission-commitment, college-community relations, new delivery systems, students-clients-learners, staff-instruction, special programs, financial aid-support, problem identification, assessment-evaluation, flexibility-adaptability, relationships with other agencies, and the role of the AACJC. (DC)

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A Policy Primer for Community-Based Community Colleges

Report of the 1974
Assembly of the
American Association of
Community and Junior Colleges

Moderator of the Assembly: William G. Shannon
Editor of the Report: Carolyn R. Schenkman

JC 750 244

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I. INTRODUCTION

Community colleges exist to serve their communities. More than a thousand such institutions presently enroll over 3.5 million students, young and old. Programs range from full-time pre-university courses to health technician and nurse training to short or part-time offerings for occupational upgrading to leisure activities for the elderly, to name but a few.

How the colleges can focus even more intensely and effectively on local or regional community needs was the theme of the AACJC 1974 Assembly held November 14-16 at Airlie House, Warrenton, Virginia, with financial assistance from the W. K. Kellogg Foundation. Planning and coordination of the Assembly was done with the assistance of Hans B. C. Spiegel, professor of urban affairs at Hunter College.

The Assembly started with the assumption that the basic mission of the community college is inseparably tied in with the interests and requirements of its community. The college's organizing principle, therefore, must aim at the provision of appropriate services offered directly by the college or in collaboration with other agencies. This was the message of the 1974 Assembly of the American Association of Community and Junior Colleges—one hundred plus individuals representing both community and college.

Called together by AACJC from more than 30 states and representing a wide diversity of ethnic, vocational, professional backgrounds, the Assembly members focused attention on how community colleges can overcome restraints and barriers that inhibit development and provision of community-based, performance-oriented postsecondary education.

The discussion tone was positive and forthright, at times aggressive. A few challenged the single-minded orientation to community. However, the acceptance of this previously stated and frequently expressed mission was overwhelming, all the more impressive in a group of such diversity.

The main responsibility of the Assembly was to recommend ways that barriers to community-based education might be breached, not on a program-by-program basis but in terms of policy required for sustained and continuing effort. The Assembly identified potential audiences, those individuals or bodies with the authority to establish policy, and aimed its messages at them: federal and state government bodies, boards of control, chief administrators, college department heads, faculty senates.

The Assembly recognized that the community college is one of many agencies in society working with, and on behalf of, the citizenry. It called for symbiosis—a reciprocal, mutually beneficial relationship between community and college.

The Assembly stressed the value and validity of voluntary cooperation among community institutions and the practicality of joint efforts at continuous assessments of community needs, desires, and requirements.

There was an almost unanimous, open acceptance of several themes woven throughout the literature

presented as part of the preparation-for-Assembly kit: (a.) the broad comprehensiveness of community college programs; (b.) the inclusion in college programs of direct health services and child care, for students and other citizens; (c.) the essential need for cooperation and coordination with other agencies; and (d.) that new students—ethnic minorities, women, adults generally—will be attracted in growing numbers, more than equally compensating for the present and

projected decline in number of high school graduates going to college. This trend is already apparent. Current figures show nearly a 12 percent increase in community college enrollments since 1973, while four-year institutions gained 2.9 percent.

The Assembly called on policy makers at all levels of government and within education to establish the right moral climate, to affirm the mission of community service, and to provide support for effective programs.

Responsibilities were projected onto the colleges themselves to reach out into their neighborhoods and surrounding regions, to become more sensitive to the larger issues and conditions of employment, housing, municipal services, and leisure activities which form the framework of life in the communities.

Through their professional association, the American Assoication of Community and Junior Colleges, colleges might do together what they cannot do individually. AACJC was called on to provide a national voice, especially for the benefit of Congress, to stimulate inter-institutional cooperation and to serve as a channel to other agencies and associations.

In recommending specific policy stands, the Assembly realized that time did not allow for more than highlighting certain problems requiring immediate attention. It was the Assembly's hope that its recommendations will result in specific action at all appropriate levels and that both community and college will intensify and expand current efforts to raise the quality of life in the American community.

Further, it is hoped that other Assemblies and mini-assemblies will continue these policy discussions to the end that the community college movement will intensify its humanistic emphasis and its dedication to service.

William G. Shannon
Assembly Moderator

II. DIRECTIONS FOR DISCUSSION: THREE ADDRESSES

ASSESSING COMMUNITY NEEDS: AN ANALYTICAL FRAMEWORK

by Hans B. C. Spiegel
Professor of Urban Affairs, Hunter College

The community college has as one of its central purposes the meeting of a variety of needs of its community and population. How are such needs and desires best assessed and surfaced?

There are so many aspects of a community to be researched that the big danger in studying the community is that it could result in a huge mountain of jumbled and useless data. The following is an analytical framework that may be helpful in avoiding this danger. It may supplement and enhance the common horse-sense approach of the community researcher, but will not be a substitute for it.

Community needs assessment, like so many other social phenomena, can be seen as a process. Essentially, it is similar to the process used to plan and conduct this Assembly. It incorporates the setting of boundaries (deciding on a broadly defined topic), doing internal and external reconnaissance (the mini-assemblies), involving affected constituencies (the participation of many different community elements), data gathering (papers, results of discussion groups), an output, and finally evaluation (report and evaluation).

However, this process is often short-circuited. We frequently take action on the basis of superficial assessment. We look at a surface phenomenon and don't dig beyond the crust. Here is a hypothetical scenario of what *not* to do: the president of Anna Nonymous Community College attends the weekly Rotary Club luncheon and hears from a local industrialist that the Spanish speaking population of the city is handicapped in obtaining jobs because of lack of English language proficiency. The president concludes that the college should institute English classes. So he obtains an instructor, gets out publicity in Spanish and English, locates a room in a public library near the Spanish ghetto, and eagerly awaits the results of the first night's class. He is distressed when he learns that no one showed up. What may have gone wrong with the above scenario is that our president short-circuited the assessment process and acted upon a presumed need with a presumed solution.

Steps in Assessment

A "due" process of needs assessment is different from the above knee-jerk response that generalizes from the opinion of one informant to produce a traditional educational solution (in this case, the English class). Instead, a more adequate assessment process of community needs may entail the following steps:

1. *Deciding on the broad focus and boundaries of the needs assessment.* This first step presents a number of value-loaded questions: What am I conducting this assessment for? What's the general concern that I'm addressing myself to? Negatively speaking, what are some of the things about this community I'm *not* interested in? For example, a general goal might be to find out the more important educational and social needs of the elderly, poor, and working class population in the city to which the community college might address itself. Such a statement focuses attention on a given area of concern and surrounds it with broadly defined parameters.

One can't study everything about a community. Many community problems and issues must be left out. This process of focusing upon a given area of concern is at times rather easy. Some problems stare the community college squarely in the face. For example, if a manufacturing plant that employs 25 percent of the town's labor force moves away, the focus will center on the resulting unemployment; a flood will call for reconstruction; and a racial incident for analytical and programmatic efforts to help the various affected publics come to grips with the problem.

2. *Reconnaissance.* This is a preliminary look-see at the "lay of the land" or "the state of the art." It's an exploration before the detailed investigation takes place. This phase might be divided into two aspects:

   a. *Internal reconnaissance.* What information about the given issue can be generated from within the college itself? Are faculty members acquainted with this issue? Can a student

group be called together to provide data? Example of what not to do: One college proposed the construction of a campus facility next to a minority residential area. The urban affairs department of the college was never consulted. As it turned out, this department had important knowledge of the area and its leadership. The community group strongly

resisted the building program which had to be abandoned. It would have been feasible to meet a number of community needs *and* build the facility, by linking the residents' and the institution's needs.

b. *External reconnaissance.* It is likely that much information is available within the community about the issue under consideration. Who are some of the individuals and organizations that have had experience with the issue under consideration? Who are some of the local "experts"? What are some sources of information? There are data about income distribution, housing conditions, vocational interests, economic base studies, social pathology, and consumer expenditures. You name it, there is likely to be a source of information. This suggests reconnaissance with local groups such as the city's planning department, local census data, housing census, anti-poverty groups, professional associations, industry groups, city manager's office, and such national groups as AACJC, Library of Congress, and the Bureau of Labor Statistics. One way of gathering such information might be the sponsorship of a work conference on the topic under consideration.

One unexpected result of engaging in reconnaissance may be the realization that you are not the only one concerned with the community needs under consideration and that you now have welcome allies.

3. *Formal involvement of affected constituencies.* Who is likely to be interested in this problem? And, perhaps of even more import, who is going to be interested in the solution of the problem? Groups and individuals should be contacted separately or in a joint meeting to discover information about present conditions and proposed solutions. This is also an important step in building a constituency for the college. (As in previous steps, the gathering of attitudinal information about the topic may be as important as knowing the statistical details.)

The college interested in determining assistance services it might provide in the area of low income housing, for example, might explore this issue by contacting the local planning department, the housing authority, some local builders, tenants' organizations, anti-poverty groups, HUD, neighborhood councils, and persons from the mortgage market.

4. *Data gathering.* The previous steps have yielded some data. Now there comes the systematic collection of additional and pertinent information about the issue under consideration. Data gathering is, of course, a central aspect of the assessment process. It has at least two facets: the sponsorship of data gathering and the methods employed to capture the data.

a. *Sponsorship.* Who is going to sponsor and actually conduct the data gathering? Again, these possiblities suggest themselves:

- Internal data gathering where the college uses its own facilities and manpower to gather information needed; or
- Collaborative data gathering where the college and an outside source gather the information. An example of the former might be the health and physical education professor and his sociology colleague who conduct a one-month study of the needs of the town's elderly population for physical exercise and how this need presently is being met. An example of the latter might be the two professors getting together with the local senior citizen group and a geriatric association to jointly conduct a self-study.

b. *Method.* How can the data best be captured? What methods and techniques appear to be applicable? How fancy should our research be?

Happily, we can obtain readily available help to answer such questions. The bookshelves of colleges are full of texts on research methodology; faculty members will have practical ideas about methodology; the community is likely to harbor experienced data-gathering types in the guise of sales engineers or health and welfare council executives. Obviously, the tool to unearth information depends upon many variables among which are the nature of the problem, the availability of money-time-personnel, and the detail to which information has to conform. The one thing I wish to stress at this point, however, is that a surprisingly wide range of data-gathering methods is at our command. I asked some participants in the Assembly to describe the data-gathering devices they had used to assess community needs. Their responses are as follows:

- Telephone interviews and person-to-person interviews of representatives of the U.S.

Employment Service, officials of local industries, local labor unions, and other constituencies

- Questionaires mailed to local residents, potential users of educational services.
- Community college students conducting surveys, sample interviews.
- Carefully drawn sample of community residents interviewed by trained interviewers. Over 31 items on interview schedule. Twenty percent of entire community interviewed.
- Conducting and coordinating a community self-survey involving students, faculty, and, most importantly, community residents as interviewers and data gatherers.
- Panel method of representative citizens reacting to issues at periodic meetings throughout

the year. Utilization of active advisory groups might fall into the same category.

- Conducting a needs assessment workshop and coordinating a community charrette.
- Utilization of consultants to direct the gathering of data or to contract with them to gather data themselves.
- Judicious use of already available data (census, commercial, school, etc.) to produce impressive clusters of data.
- A combination of the above.

5. *The output or product.* Something should be identified as a concrete output of the endeavor to assess a community's needs. It may take the form of a report to the college's board of trustees, a document for wider community distribution and further discussion, a verbal presentation to a student-faculty group. Best of all, there might well be the preparation of a report with recommendations, a distribution of this report, a plan for the discussion of this report, and a timetable that includes concrete action.

After the needs assessment phase has thus ended, the real fun can begin. Policies have to be formulated and programs structured to deal with the needs uncovered. Decision makers will need to be persuaded and brought along. Political strategies will evolve. Program units will be planned. Responsibilities for "getting the job done" will be divided. The various constituencies of the community will be involved. In other words, the policy formulation and action phases will follow the assessment. And at the end, there will be a final phase which, as indicated below, is evaluation. This phase does not really belong in a paper on community needs assessment, except for the fact that evaluation is a form of re-assessment. After the action has taken place and all the shouting done, we go back to square one and re-assess where we now find ourselves.

6. *Evaluation.* This final step is usually included in a plan but not often enacted. Programs are initiated and frequently evaluated in the softest of terms. After a given period of time when a new program has been activated, an evaluation procedure should be operating to discover whether community needs are, in fact, being met by the new program and how the program might improve its performance.

For example, a college program that concentrated on training inner-city, indigenous leadership agreed to an evaluation effort that involved four outside experts visiting the program for two days, as well as an extensive internal self-evaluation. Because this provision was built into the original program design it met with hardly any staff and participant resistance.

Some References

There are many publications that deal, in one way or another, with assessment of local needs. Many sociology textbooks deal with this issue. The publications list below is oriented to practical guides for conducting community needs assessments.

An old standby is Roland L. Warren, *Studying Your Community,* New York, The Free Press, 1965. Warren points out how to gain information about many aspects of community life, including the community's economic life, housing, recreation, social insurance and public assistance, health, community organizations, and a very helpful chapter on organizing a community survey.

An invaluable source book for pertinent statistical information is that by Doris B. Holleb, *Social and Economic Information For Urban Planning,* Chicago, Center for Urban Studies, University of Chicago, 1970, especially Volume II: *A Directory of Data Sources.* Available for postage and handling from The Center for Urban Studies, University of Chicago, 5852 University Avenue, Chicago, Illinois 60637.

A simple how-to manual for surveys is Kenneth Webb's and Harry P. Hatry's *Obtaining Citizen Feedback: The Application of Citizen Surveys to Local Governments*, Washington, The Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037, 1973, $1.95.

Off-beat, but very helpful for quick community research efforts is *Getting the Straight Dope: A Handbook for Action-Research in the Community*, Rural Research Access Project, P.O. Box 36, Dixon, California 95620, 1973, written by Davis M. [illegible]on. It contains all sorts of advice for the social-action-oriented student researcher.

Evaluation Research is directed towards assessing the effectiveness of a given program and thus is different from the assessment of community needs. Nevertheless, a number of evaluation research techniques may be applicable. The following periodical has the great advantage of being both useful *and* free of charge. *Evaluation*, 501 South Park Avenue, Minneapolis, Minnesota 55415.

THE COMMUNITY COLLEGE CONNECTION: COMMUNITY-BASED EDUCATION

by Benjamin R. Wygal
President, Florida Junior College at Jacksonville

"Those were the good old days." Community colleges were blossoming across the nation in the heyday of booming enrollments in any kind of program the community colleges wantec to offer. The good old days of happy faculty and happy programs; the good old days of happy legislators and happy budgets—that's the way it was in the boom of the "good old days" of the 1960's. The boom was easy, you didn't have to ruffle feathers, you didn't have to take risks, you just grew and grew.

Now, during this boom, a few upstarts skirting around the edges of academe began to feel the rhythm of a different drummer. The idea of opening the campus to more citizens in the community began to catch on with the introduction of self-supporting avocational courses called "community services." For the most part this activity was seen as doing some things "on the side" for local folk while the college was getting on with the real business of the formal education of America's youth. Slowly, community services began to be tacked on to the ends of PR speeches and literature about the community college.

Ervin Harlacher, in his book *The Community Dimension of the Community College*, discovered that in the late 60's a number of community colleges across the country had begun to take seriously their descriptions as "community colleges" as evidenced by the in..ation of services to the larger communities. Harlacher pointed out that this broader scope of activity of the community college had not been fully realized by most institutions. However, he did somewhat prophetically

point out that he believed the next great thrust of community college development would be in the direction of community services. While Harlacher was building a framework for, and describing activities which may be called community services, most of those activities fall within the category of what today we ar: calling "community-based education"—a term coined by Edmund J. Gleazer, Jr., in an article he wrote for the *Community and Junior College Journal* (Dec.-Jan., 1973). His article dramatically brought us into an awareness of the present era of the community college movement.

It is now the mid-seventies, and the boom is over. Future growth will be in providing nontraditional clientele with nontraditional services through nontraditional delivery systems. Community-based colleges will analyze the needs of their communities, will join forces with other agencies in meeting needs, will re-evaluate program priorities, will take the college to the community, will risk resources, and will set the pace for a new and expanded community college thrust into human services.

Gleazer's follow-up article, "Beyond the Open Door, The Open College," which appeared in the August/September (1974) issue of the *Community and*

Junior College Journal, clearly and succinctly spreads the challenge before us in exploring and implementing this new community-based thrust. That challenge is outlined in six questions which we will encounter in the development of the community-based institution.

1. What are the markets within this community? How do we translate community perceptions into our objectives?
2. Given what we've got to work with, what are the program possibilities outside the confines of traditional academic practice? What are the operational implications of these?
3. Having thrown away the packaging from higher education, what are the criteria for success? How do we measure output and summarize it for fiscal, legal, and managerial purposes?
4. How suited or adaptable are the current resources—specifically, staff and physical plant?
5. If we're to become something different, how accommodating is the current public policy climate in which we operate?
6. What resources and vehicles are available to provide technical assistance in advancing both the concept and effective practice of postsecondary education which is truly community-based and performance-oriented?

The purpose of this paper is to make comments from the field as to where we are now and how we might approach Dr. Gleazer's first objective: "By the close of the bicentennial year we should have a coherent and very viable theory regarding the role of the community college in community development." More specifically, *this paper is a practitioner's look* at a definition of community-based, performance-oriented community college activities.

The definition of community-based education is hidden somewhere in this question, "What is a community college?" Efforts to extract a definition may include (1) a look at the community (as a collective group), (2) a look at potential clients (as individuals), and (3) a look within the college (its resources and its efforts).

What is the Community?

What is a community? A dictionary definition of a community is a "social group of any size whose members reside in a specific locality, share government, and have a cultural and historical heritage." Of course, there are communities within communities. It's an ever-changing and interweaving, almost undulating kind of change and complexity which we see in a community and the interrelationships of its subcommunities.

One community which is familiar to the writer is Northeast Florida. It is possible to begin to get a broad outline of that community and its residents by considering some demographic data. For example, the population of approximately 550,000 is distributed over age groups: there are over 41,000 individuals over age 65. Now that's only slightly more than 7 percent of the population which is only about half of the percentage of "aged" for Florida as a whole. There are some 35,000 disabled persons in Jacksonville between the ages of 16 and 64. There are over 20,000 families living below the poverty level, and while unemployment is quite low, underemployment is fairly high with some 75,000 adults working below their potential. The percentage of the work force involved in the various types of occupations is readily available.

In addition, one may discover the number of people who are attending school and what kind of school they are attending. For example, over 17 percent of the male population aged 16-21 are non-high school graduates who are not attending school. Also, there are more than 100,000 adults over age 25 who have not completed high school, and half of these individuals are functionally illiterate.

Another aspect of this community of Northeast Florida is what it collectively does for itself—such as the established form of government. In fact, the city of Jacksonville and Duval County have now been merged into a metro form of government. The result is a single base upon which to build service opportunities for the community.

There is a great collective interest in the improvement of the quality of life through development of human and educational services. One institution is a community college, but in addition there are also some 200 other agencies (excluding churches) which provide some kinds of human and/or educational services. A few examples of the 200 agencies are the Adult Development Centers project, agricultural extension service, Area Planning on Aging, Big Brothers of Greater Jacksonville, the National Alliance of

Businessmen, community schools, criminal justice planning, day-care centers, drug programs, emergency rescue, employment services, family services, Economic Opportunity Services, Headstart, Housing and Urban Development, Jacksonville Public Libraries, Jacksonville Opportunities Industrialization Center, Learn to Read, Mental Health Clinic of Jacksonville, Neighborhood Youth Corps, Parents Without Partners, Vocational Rehabilitation. The list can go on and on.

We also know that the economic base of Jacksonville is made up of insurance, banking and finance, transportation, real estate, manufacturing, military, and services. But, we also know that the employment categories for our community are changing dramatically. While unemployment is beginning to rise now in Jacksonville, coming in to meet that situation head-on is the establishment of a new industry which will employ over 12,000 individuals by itself, not counting the spin-off value of some 30,000 other jobs.

What are some of the collective perceptions of our community of Northeast Florida? We commonly rely upon informal feed-back to tell us how the college is going. We know, of course, the kinds of news stories that appear in the media and whether they are favorable. Enrollments in certain programs may tell us how well those programs are doing.

Last fall, we became more concerned than ever about what the entire population of the two counties in Northeast Florida felt about a broad range of educational issues and, more specifically, how they felt about issues relating directly to Florida Junior College

at Jacksonville. Subsequently, a community awareness survey was made of a random sample of our community. The research design was such that we could comfortably generalize the results to the entire population.

We asked our community a number of questions to get at such basic issues as:

1. How adequate are educational opportunities in the Jacksonville area? Incidentally, in our survey we discovered that over 27 percent of those surveyed had a family member attending or who had attended our college.
2. How much value does the community place on education?
3. What are the reasons for attending a community/junior college?
4. What factors influence enrollment?
5. How much factual knowledge does the public have about FJC in terms of attendance costs? Campus locations? Programs offered? And the size of the institution? Incidentally we were pleased to discover here that nearly 80 percent of all surveyed knew the location of a Florida Junior College campus.
6. Where does the public get its information, and how could information about FJC best be provided?
7. How important is public transportation, and will it help persons attend FJC?
8. How does the public evaluate Florida Junior College?
9. Is FJC viewed as a racially discriminatory college, and how does it compare with other Jacksonville institutions in this regard?
10. Are there specific barriers to attending FJC in the public's opinion?
11. Is FJC relevant to local needs and of benefit to the community?
12. How many people are considering enrolling in educational programs, and how strongly does FJC figure in their future plans? We were very pleased to discover that more than half of those planning additional education reported that FJC would be their first choice.
13. What kinds of programs are people interested in, and what characteristics do they seek in programs? While most of the potential enrollees wanted credit courses toward a degree, it was satisfying to learn of the number of people who were interested in career development, as well as programs which are commonly called community services.

This survey has been of extreme importance to us in planning. And, of course, we feel that the design and conduct of that survey demonstrated our institution's commitment to including the public and its perceptions in the direction-setting process.

Who Are The Potential Clients?

The potential learner force is much broader than we can imagine, and, of course, the characteristics of that learner force are changing daily. For example, in the September 1974 issue of *CHANGE* magazine, research by Daniel Yankelovich and Ruth Clark on youth values was reported.

Basically, what the researchers discovered was that while the college-attending youth of the 60's were interested in activism and social reforms and were strongly denouncing "the system" and traditional mid-

dle class values, the college-attending group in 1973 was more interested in themselves. They have little "emotional commitment to changing society and are instead preoccupied with their own career planning and personal self-fulfillment."

But a turnaround was also experienced in the non-attending college-age group. In the 60's, the non-college majority of the nation's youth was basically indistinguishable from the rest of the population. "They supported the government's war policies, they defended America's institutions against the criticism of college students and held fast to traditional beliefs in hard work, patriotism, marriage, and respect for authority." But then came 1973. "In contrast to earlier attitudes, young blue collar workers now place as much stress on finding 'interesting work' as on work that pays well. At the same time they are aware that without a college education their opportunities to find work that is both financially and psychologically rewarding are not very great." And, "like their college friends they have taken up the quest for a new definition of success which stresses personal self-fulfillment and quality of working life as much as it does economic security."

One could assume that the values and attitudes of other groups are also changing. The family has become different in the 70's. In Florida, for example, there is a no-fault divorce law where marriages are dissolved readily and frequently. Employment patterns are changing, heaping more stress upon the individual. Moreover, many "disenfranchised" individuals, such as those who are handicapped, those who are aged, or perhaps women who want to reenter the work force, those who have dropped out of school, those who want to change jobs, those who want to expand and enrich their lives, as well as those who still are interested in a liberal arts college degree, characterize the new breed of learner. Community-based programs must have a place for all kinds of learners.

What Are The Institution's Resources?

We have considered briefly what is out there in our community, both the community as a collective group and as individuals who represent the learner force or the potential clients. Now, how does the college fit in? What does it have to offer? Several patterns of response are beginning to emerge.

Since I am most familiar with a particular college, I will present just a few brief examples of some of the efforts that are being made at Florida Junior College at Jacksonville in community-based education. At FJC, we are committed to a strong community thrust. We try to maintain a sensitive and listening ear to the community needs. In addition to first hand information and inquiries from potential students and close communication with community agencies, a variety of surveys are conducted to help determine the educational needs of the community. The most significant of these was the community awareness survey which was mentioned earlier. Many community-based activities have expanded at FJC through a willingness to take risks and the development of a limited amount of "risk capital" to finance certain speculative programs. Finally, alternative funding sources are continuously sought, not only in external agencies such as the federal government, but also in discovering how state-supported sources can become more community-based in the way in which they are "offered" to the community.

Our college has the legal responsibility for adult basic education, high school completion by credit (as well as administration of GED testing), and below college-level vocational education, in addition to its role in providing college credit associate degree and certificate programs. All individuals in the community out of public school and above the age of 16 constitute the FJC "market." While FJC is now developing its fourth major campus, a strong willingness has been shown toward taking programs off campus to the peo-

ple. The master list of off-campus centers has now reached over 240, including public schools, community schools, churches, apartment/housing projects, residences for the aging, businesses, community centers, detention facilities, city agencies, military installations, and social welfare agencies. During the college year of 1973-74, FJC served in formal courses an unduplicated head count of 60,273. That is well over 10 percent of the population of 550,000—or better than one in seven of the age 16 and over population of just under 400,000.

Though a number of activities at FJC fit the "avocational" definition and receive no state support, that does not prevent our expanding in that area. For example, our Older Persons Using Skills program includes a variety of courses, including arts and crafts, recreational games, nature study, music, dance, literature, needlework, and swimming. Of course, a variety of courses are offered for the general public including yoga and bridge. Outside the formal course structure, FJC provides the public with a broad range of cultural events.

One of the greatest challenges and opportunities in a community-based thrust is to reach out into the community by offering to, and suggesting that, individuals take state-supported courses for their own interest without necessarily pursuing a degree or certificate program. For example, in noncollege credit vocational courses one might take investments, real estate, consumer buying, gourmet foods, furniture re-upholstery,

or cabinet and furniture making. Or in the citizenship category, a person can take community emergency preparedness, family planning, or sign language.

Scores of unusual examples of meeting community needs at FJC have been identified. Among those are a "pinch hitter" course for the small aircraft passenger (nonpilot) to control and land the plane in an emergency where the pilot is incapacitated, a high school completion course via telephone tutoring for the handicapped and disabled, fundamentals of art for the blind with emphasis on sculpture and clay modeling. "The Divorced Person" and other such courses are conducted by the Center for Continuing Education for Women. Through the use of some risk capital, FJC just underwrote the highly successful performance of *Carmina Burana* by the Jacksonville Symphony Orchestra, the FJC Concert Chorale, and four ballet companies.

FJC is now registering senior citizens in college credit courses tuition-free during late registration on a space available basis. The extended day and extended week programs are expanding, while several hundred individuals are taking credit work via television.

Coordinated with Other Agencies. As was mentioned earlier, there are some 200 educational and human service agencies in our community. A tremendous challenge is before us in cooperation and coordination with other agencies and institutions to provide educational and human resources that are truly community-based. How do we build links with such agencies, and how do we identify potential areas of service?

At FJC we have developed as needed formal contracts for services with a variety of agencies, including the school board, Office of Economic Opportunity, Neighborhood Youth Corps, Concentrated Employment Program, hospital and health facilities, the military, and industries. We have learned a great deal about when to formalize coordinated efforts with a contract, why a contract is sometimes necessary, how to negotiate one, and what standard provisions should be included to protect the college and the other agency as well as the individuals involved. The role of the community college serving as a "broker" in drawing on community resources is an exciting challenge as outlined by Dr. Gleazer.

Administrative Patterns. How can the community college best organize itself to meet the new challenges of service in community-based educational activities? Obviously, the first thing necessary is for the board of trustees, as well as the president and key leadership of the college, to become firmly committed to the idea of community-based education. Once this philosophy and direction is agreed upon and articulated, that philosophy should pervade the entire institution. A variety of administrative patterns designed to help a college better deal with delivering services to clientele may be identified. While many new and exciting delivery systems are being studied and implemented, I feel that philosophy and commitment override structure. However, I do tend to favor an organizational structure that includes the community-based thrust in every department and in every section of the college. For example, there are over 400 citizens in our community involved in curriculum advisory committees. The only way for these advisory committees to be successful is to deal directly with directors of programs. Consequently, the philosophy undergirding the institutional commitment to listening to the community and providing programs for the community

must be internalized and implemented by each and every one of those program leaders.

Future study of administrative patterns for expanding community-based, performance-oriented postsecondary education should consider specific community needs, community geography and population distribution, as well as available and feasible delivery systems.

Financial Resources for Community-based Activities. Perhaps the greatest challenge before us in developing and expanding community-based, performance-oriented postsecondary education is to either exploit or to change the traditional systems of funding public community colleges as provided in the various state laws. Most states provide no funding for activities which fall into the category of community services. Some states define the length or hours of the school day and provide no funding for evening programs, while others provide absolutely no support for any activity which takes place off campus. Several states prescribe the way in which local funds may be utilized, while others do not provide for the development of any local funds.

Traditionally, the funding of postsecondary education has been input-oriented with the criterion being the credit hour. The "performance-oriented" part of community-based, performance-oriented postsecondary education implies a need to consider output-oriented funding. While some community colleges across the country are exploiting the present funding systems and perhaps even "beating" the systems, I feel that a high priority for the American Association of Community and Junior Colleges is to sponsor the development of prescriptions for output-oriented funding and promulgate that formula or process to the various state systems of community colleges.

Perhaps the greatest number of change-agent dollars available for developing an outreach philosophy consistent with the community-based education ideas has been through federal and foundation programs. Certainly, our collective community college movement will want to be certain that the community college allocations of the various federal funding titles are adequate. Much work needs to be done within the various states and regions. For example, the community college system in Florida is having great difficulty in persuading the state legislature to fund a community services bill.

But we should all understand that if we move toward output-oriented funding, or even better, funding programs for a community-based thrust, more accountability will be expected of us. This is where the concept of performance-oriented education applies. We will have to define performance criteria and determine when performance is to be measured. Effective systems of follow-up studies will be required of many of us. For example, in the state of Florida a follow-up accountability system has already been mandated by the legislature. If we feel that our efforts as community colleges do make a difference in peoples' lives then it is only reasonable that we should develop some way of demonstrating our accountability.

Development Of A Definition

Based upon the foregoing discussion of what a community is and what its community college can do, I would propose the following as an attempt at defining

community-based, performance-oriented postsecondary education:

> Community-based, performance-oriented postsecondary education occurs when a community college and its entire staff join hands with the community and its agencies in order to assess human and educational needs, to identify potential clientele, to remove access barriers to human and educational services, to develop new avenues of access, to develop and implement curriculum and services, and to practically demonstrate accountability to the constituency.

Implied in this definition, of course, is the exploration and development of all kinds of programs for all kinds of people. And certainly the development of staff understanding and appreciation for community-based activities and strategies for involving staff in those activities is essential. This is a very tentative and early attempt at a definition, and certainly, much criticism and revision should be given to it.

Proposed Activities For AACJC

If we are to move from the wording of a definition toward the implementation of a new community-based, performance-oriented thrust, our national organization, AACJC, must, of course, "play a pivotal role as a clearinghouse, a lobbyist, and a provider of technical assistance." In conclusion, I would like to propose a variety of areas in which AACJC should become involved in developing policies that may be promoted at both the national and local levels. Many of these were gleaned from Dr. Gleazer's recent contribution on the subject of community-based, performance-oriented postsecondary education, "Beyond the Open Door, the Open College."

1. Provide leadership in efforts to identify and document current practices among community colleges which are community-based and performance-oriented. This should include the encouragement of such efforts in the field, including that of the establishment of cooperative linkages among small groups of colleges in order to implement catalytic and synergistic cooperation in codifying and promulgating current patterns and trends. COMBASE: A Cooperative for the Advancement of Community-based Community College Education is an example of such a cooperating group.
2. By all means, promote and provide technical assistance for such activities as the "town meetings" program. In working with other educational and human service agencies in conducting such meetings, doors should be opened to the development of strategies for bringing about coordination and cooperation between the community college and other agencies. Such coordination and cooperation will be essential in order to marshal limited resources to meet common community goals.
3. Encourage a variety of efforts to develop models for assessing community needs.
4. Stimulate community colleges to go after new markets and implement new programs through the provision of third party "seed money."
5. Actively pursue the concept of establishing "developmental centers" which would create and demonstrate new programs, modes of instruction, delivery systems, and planning and implementing strategies. Avenues should be explored by which such centers may share with community colleges on a regional basis. Also, developmental efforts outside the "centers" certainly shoud be encouraged.
6. Sponsor and provide technical assistance for projects which are designed to develop a coherent definition and plan for competency-based accountability for community-based colleges.
7. Sponsor and/or provide technical assistance for the development of funding strategies which are output-oriented.
8. Sponsor and support legislation both nationally and at the state level which will promote and harmonize efforts and interests in expanding community-based, performance-oriented postsecondary education. These efforts should be carefully timed to the expiration of current legislation and the creation of new legislation.
9. Provide technical assistance for staff development which has a community-based, performance-oriented philosophy and has strong potential for continued implementation "without third party financing."

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OUTCOME MEASURES FOR COMMUNITY AND JUNIOR COLLEGES

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This report describes current uses of outcomes measures by state systems and institutions, with particular emphasis on community colleges. These agencies and institutions are clearly at the forefront, and the use of the outcomes measures neither implies that the institutions are satisfied with these measures, nor that they could or should be used at different institutions. Rather, careful attention should be given to the utility of such measures and the difficulty of implementing complex techniques in operating institutions. Hopefully, these uses will encourage researchers to improve the measures and their use.

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C. Robert Pace and his associates at the University of California, Los Angeles, developed the UCLA KIT scales which were used by an institution as part of their internal management information system.

William G. Shannon, senior vice president of the American Association of Community and Junior Colleges, suggested the topic and encouraged the presentation of this material in advance of the full and

complete evaluation of the uses of these data, which may take several years.

The authors express special appreciation to the administrators in many colleges and universities who are implementing management information systems and are willing to share their experiences, but who prefer not to be individually identified.

Outcome Measures

In an era of increasing pressures toward "accountability," educational institutions have been forced into an unenviable position. It is apparent that most administrators, and most institutions, are fully aware of their educational and public responsibilities and would like to provide data and constructs which properly evaluate their operation and utility. Unfortunately, the external requirements for information, and the internal ability to provide it, have not kept pace with one another. "Accountability" essentially asks that a social institution document that it has performed its assigned tasks with its allocated resources. At that point, the discussion becomes entwined in the relative costs and benefits of higher education, an area which historically and currently, has been terribly subjective.

In the industrial sector, the outputs and processes of an organization can normally be quantified in some form of recognizable unit and analyzed in terms of a per unit cost. The development of management information systems, cost allocation procedures, and program budgeting in higher education will now allow us some certainty in describing the costs of higher education. But in colleges, unlike corporations, the units of outcome measurement are rather vague. Educationally, we are now beginning to see how much we must pay, but we are still not quite sure what it is that we are paying for. The assumption is that there is, somewhere embedded in the educational process, an implicit function which produces desirable outcomes in exchange for institutional expenditures. But the specific identification and unit costing of these outcomes and benefits is far from complete.

Institutional Measurement

Historically, the measurement of educational institutions has been viewed as a compilation of numerical indicators that tell us something about a college and/or its students. Typically, an institution will be measured by such artifacts as the number of degrees it awards, the test scores of entering and completing students, percentage of students who continue on to graduate school, the number of graduate fellowship winners, student-faculty ratio, and the like. In and of themselves, these data are descriptive, not normative; they simply explain the characteristics of the institution. It is only when the data from one institution are compared to another that any indications of quality result; indications which, by their very nature, are relative.

The availability of cost data, produced through the use of management information systems, has tempted some educators to suggest that one might evaluate an educational institution by deriving the unit costs for the change in various historical indicators. In such a system, an algorithm could be developed from the entering Scholastic Aptitude Test (SAT) scores of freshmen, as compared to the Graduate Record Examination (GRE) scores of seniors, for differing levels of instructional expenditure. This, then, would estimate

how much it would cost to raise the mean test score by a given number of points and would suggest that those institutions spending large sums of money, but not increasing their students' scores, were not efficiently performing their educational mission. But such a computation errs in two ways: It assumes that the purpose of education is only to improve test scores (or whatever indicator is used), subjectively defining college as a product, and not a process, and it ignores the problem of "ceiling effects," which mathematically prohibits colleges which take only the "best" students from moving their individual test scores much higher. Nonetheless, in response to accountability pressures, some colleges seem intent on moving in this direction. Suffice it to say that we should be interested not only with what goes in and comes out of college; we should be equally concerned by what goes on inside. For the purposes of future evaluation measures, operation and process, as well as outcome and product, are the crucial variables. We are now beginning to get some initial measures of the collegiate process, particularly those developed at the Higher Education Evaluation Program, Center for the Study of Evaluation at UCLA. These measures are not now precise, and their conceptual constructs cannot accurately be related to cost, but they do appear to provide at least an initial look at the measurement of educational process.

Institutional Description

In past efforts, educational researchers have been intensively involved in the development of tools which

describe the attributes and characteristics of an institution and its students. From this area of inquiry has emerged such environmental description instruments as the College Characteristics Index (CCI), College and University Environment Scales (CUES), and the Environmental Assessment Technique (EAT). Using one, or a combination of these scales, it is possible to, with some certainty, describe the characteristics of a particular campus, as evidenced by the attributes of its students or the perceptions they hold in reference to college practice and policy. Alternatively, it is possible to describe specific attributes of a college's students through the use of such instruments as the Allport-Vernon-Lindzey Study of Values, the Omnibus Personality Inventory (OPI), the Activities Index, and a multitude of less frequently used scales on attitudes, beliefs, and perceptions. But in terms of public evaluation and funding, these measures are only of limited value, given their essential stature as descriptive and not normative tools. They allow a partial measurement of the complex variations among colleges, but they do not really suggest that one institution is "better" or "more efficient" than another. Description tells us only that institutions are different.

Institutional Evaluation and Accountability

In response to the recent requirements for institutional accountability, the concept of "institutional evaluation" has received increasing attention. In past work, evaluation of higher education has been primarily concerned with the measurement and description of students and their respective institutions; under present use the term is somewhat modified. Evaluation, in the current sense, is the process by which one will determine whether a public organization is performing its assigned tasks promptly, efficiently, and effectively.

Evaluation for accountability requires, initially, a delineation of those to whom one is legitimately accountable. In higher education, there are essentially three agencies which claim such an interest: funding agencies (state and federal, public and private), which require certain budget analyses and performance measures; institutional peers, who perform a particular type of evaluation through the process of accreditation; and internal constituents (students, faculty, and staff employees), who compete for the allocation of campus resources. Obligations toward the first two groups are items for legislation and associations. The direct obligations of an institution toward its local constituents are still rather undefined, although the courts have begun some new involvement in this discussion. And it is important to remember that accountability to a number of different agencies may create problems of conflict for the educational institution.

The most important question that evaluation for accountability seeks to answer is how will it be assured that the college is fulfilling its responsibilities accor-

ding to the wishes of those who have funded and supported, attended, graduated, or been employed. Quality in higher education is a difficult promise to keep, but it is at the heart of discussion on accountability. Constituents have a right, if not a responsibility, to demand that colleges perform their roles as well as possible, within the sometimes limited resources available for social spending. At the same time, colleges have a right to demand that expectations for their performance and methods of measurement are clearly and publicly formulated.[1]

Forces Affecting Community Colleges

In the near future, there will be three major forces affecting the funding of public community and junior colleges and, indirectly, the financing of private junior colleges. First, and most significant, the relatively affluent local and state governments will find severe budget shortages as revenues decrease and programs of uncontrollable expenditures, like unemployment, welfare, and medical care, rapidly escalate because of the stagnating economy. As most community and junior colleges trustees are aware, few districts have voted additional taxes. This means there will be increased pressure for educational productivity, an effort which many governmental agencies and private business will perforce be sharing. Budget requests will have to be fully supported with appropriate data to effectively compete for limited funds. Second, the community and junior colleges are, because of their mission, being required to undertake more expensive instructional programs each year. Students are electing to take higher cost technical programs instead of lower cost social studies. Students are requiring remedial or basic studies as the gap between high school skills and college requirements broadens for many of the newer students. There is an increasing obsolescence of instructional materials and equipment because of the pace of technology. Any community or junior college which has recently had to bear the costs of a popular allied health program understands these pressures. Third, implementation of program costing systems by more than one-fourth of the colleges and universities will make cost data readily available without any related data on outcomes and benefits. While there have been many developments in cost methodology, the necessary effort on outcomes has languished under the smothering rhetoric of those seeking perfection.

An Approach to Outcomes Measurement

The issue has now passed from educational researchers to college administrators. While it may have been possible, several years ago, to mount research efforts, it becomes imperative to use uncomfortable proxies for outcomes, if any are used at all. They must be found among available data or easily implemented methodologies.

Their use depends upon a political and educational judgment which must be made by each institution and each system of colleges and universities. Should outcomes proxies be used or not used? There are many factors affecting that decision—perceived validity of the available outcomes measures, expected responses by funding agencies and students, the institution's image of itself and its objectives, and the likelihood that erroneous decisions may be made on imperfect information.

Proxies for outcomes measures might well have been used several years ago except for the concern of educational researchers for reliability and accuracy. Roger Heyns recently noted:

> "Educational measurement people are particularly and, I think, inordinately preoccupied with reliability and validity. This exaggerated concern has led them to set unrealistic standards for social indices. Economics have, in my opinion, no such reticence."[2]

In that spirit, two distinct methods of representing outcomes measures are given here. The first, a classification of typical community and junior college objectives and suggested proxies, was developed by the Illinois Community College Board and is now being implemented. Their purpose was to assure that each aspect of the comprehensive college's activities was represented by some measure and borrowed from current state and federal efforts to develop social indicators. The second, descriptors representing the instructional outcomes, was developed from both program budgeting and educational theory and led to a series of College and University Program Impact Descriptors called, of course, CUPID. This effort was based on the developments of C. Robert Pace and his colleagues at the Center of Evaluation at the University of California, Los Angeles. Each approach attempts to *use* the most valid *feasible* measures. Neither is a development program; the results of prior research are being implemented, and data generated is used by institutions for decision making. Each approach uses feasible measures—economically feasible, operationally feasible, and politically acceptable.

If past experience remains valid, these measures will be improved. Their application will suggest improvements, and the methodology and data will provide the basis for further work. Both systems, developed for quite different uses, could be a starting point for those colleges which believe that some outcomes proxies should be implemented now.

RAMP Outcomes

The Illinois Community College Board, in response to the Board of Higher Education's Project RAMP (Resource and Management Planning), developed the list of objectives, or programs, shown in Chart 1. This program classification closely follows the program classification structure of the National Center for Higher Education Management Systems (NCHEMS).

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[1]This introduction is taken from James Farmer and Tallman Trask, *Management Information Systems for Nebraska Higher Education: A Report to the Legislative Study Committee on Higher Education*, Systems Research Inc., May 1973, pp. 23-28.

[2]Heyns, Roger W., "Higher Education In a Changing Discussion," *Educational Researcher*, Vol. 3, No. 8, American Education Research Association, Washington, D.C., September 1974.

Research was included specifically because it was *not* significant in the community colleges in Illinois. Perhaps there is no better way of identifying the emphasis on instruction and public service than to im-

RAMP COMMUNITY COLLEGE PROGRAMS

- Instruction, Regular Academic
- Instruction, Occupational and Vocational
- Instruction, Basic Studies
- Research
- Community Education
- Community Service

Chart 1

mediately disclose the limited size of the research effort. While there are a number of externally funded research projects in the Illinois community colleges, all are directly related to the educational or public service missions of the institutions. Student credit units, or semester credit hours, have been used as the proxy for most instruction. However, the Higher Educational General Information Survey forms emphasize "Degrees and Other Formal Awards." The Illinois Community College Board retained the traditional measures, and recognizing the value of degrees and certificates, made these the primary outcomes measures for the instructional programs. In addition, however, student credit units *successfully completed* were included, recognizing the difference in value to a student between a course in which the student only enrolled and a couse in which the student satisfactorily completed. In the regular academic program,

ENROLLMENTS, AWARDS, AND COMPLETIONS

	College		
	H	W	P
Headcount	15,475	7,740	7,527
FTE Attempted (EOR)	5,666	2,146	2,808
FTE Attempted (mid-term)	.93	.97	.96
FTE Completed	.82	.93	.84
Degrees and Certificates	1,053	341	687
Occupational Skills Completed	1,239	500 E	500 E
Weighted Awards	2,847	719	1,635
Output/Input Weighted	.50	.34	.58

Chart 2

successful completion is determined by grades which permit the student to transfer the credit or receive credit on a degree. The ratio between student credit units attempted and student credit units successfully completed gives some evidence of attrition and educational productivity. Unfortunately, it also gives an incentive to pass students. However, the faculties appear to be genuinely concerned about the maintenance of academic quality. Data from three representative Illinois community colleges are given in Chart 2.

Illinois has an approach to developmental studies, now labelled basic studies by NCHEMS, that differs from some states. Students do receive credits even though such credits are not usually accepted towards a bachelor's degree and only for certain associate degrees. These instructional outcomes measures are listed in Chart 3.

RAMP COMMUNITY COLLEGE PROGRAMS AND MEASURES

INSTRUCTION, REGULAR ACADEMIC
- Degrees
- Certificates, More than One Year
- Certificates, One Year or Less
- Student Credit Units Successfully Completed
- Student Credit Units Attempted

INSTRUCTION, OCCUPATIONAL AND VOCATIONAL
- Degrees
- Certificates, More than One Year
- Certificates, One Year or Less
- Occupational Skills Completed
- Student Credit Units Successfully Completed
- Student Credit Units Attempted

INSTRUCTION, BASIC STUDIES
- Degrees
- Certificates, More Than One Year
- Certificates, One Year or Less
- Student Credit Units Successfully Completed
- Student Credit Units Attempted

RESEARCH
- Number of Projects
- Research Expenditures

COMMUNITY EDUCATION
- Community Education Units Successfully Completed
- Community Education Units Attempted
- Unduplicated Headcount Students

COMMUNITY SERVICE
- Estimated Participant Hours
- Estimated Participant Facility Use Hours
- Estimated Participants

Chart 3

Research could only be identified by the number of projects and the expenditures. This is clearly an input

rather than an output measure for research, but was included to show the relative size of the research program.

The Illinois Community College Board accepted the Community Education Unit (CEU), or Continuing Education Unit as it was originally defined, as a unit which is both comparable to other institutions and other states and a unit which is well-defined. Again, the ICCB retained the concept of successful completion. In addition, to show the impact of the institutional program on the community, the unduplicated headcount of students was reported. In one sense, this is not an outcome. On the other hand, the use of the college by a member of the community is providing an access to education which may be a significant benefit to both the student and the community.

Perhaps the most innovative outcomes measures were developed for community service. People who participated in the programs of the community college, whether held on the college campus or at some off-campus location, were counted and weighted by the number of hours. If, for example, 300 people attended a two-hour musical event, then 600 participant-hours resulted. While each institution is developing methods of estimating and classifying such community service, some structure is beginning to emerge. This approach is similar to that used by the National Park Service and other public service agencies. In order to determine the estimated participants, some are surveyed to determine how often and for how long they participate in community activities. These estimates permit a direct conversion from estimated participant hours to the number of different participants. Many community and junior colleges encourage use of their facilities by the community without any specific program. At one college, groups can hold meetings; at another, citizens can fish at the campus lake, or play basketball in the gym. In order to also identify this kind of use, and outcome measure, estimated participant facility use hours was suggested. This measure is determined by surveying the campus and estimating the number of students and nonstudents (participants) who are using the facilities. Sometimes this becomes difficult, but often a few questions permit reasonable estimates. Chart 4 gives examples of public service calculations.

PUBLIC SERVICE

	College		
COMMUNITY EDUCATION	H	D	P
Student Participants	2,000	3,236	3,000
Student Course Enrollments	2,300	N/A	3,600
COMMUNITY SERVICE			
Participants	6,301	3,542	1,500
Participant Hours	41,000	35,420	5,200

Chart 4

The Illinois Community College Board does not expect these measures of community service to be immediately accurate. Certainly, they will be better than current guesses. The ICCB believes that both the methodology for estimation and the definitions will become more specific and accurate in the coming years. Asking for these data from the campuses has focused attention on the need to quantify these particular outcomes of the institution, and the availability of these data always remind the funding agencies of activities which are too often overlooked.

These particular measures suffer the problems of most educational outcomes proxies—there is no dimension of quality. This has been accepted, and longitudinal student data is being developed to see if an index of quality can be developed. But, in the meantime, these are reasonable measures which can stand in lieu of those which the community and junior colleges would prefer to have.

Educational Outcomes

While it may be desirable to show the breadth of an institution's activities by using outcomes measures like those of the ICCB RAMP system, it may also be desirable to focus on the student. Such an approach was articulated by Talm Trask when he was studying budgeting techniques.[3] Chart 5 shows the two major

COLLEGE AND UNIVERSITY PROGRAM IMPACT DESCRIPTORS

Outcomes	
Internally Desirable	
Cognitive Knowledge	
Noncognitive Knowledge	
Personal Growth	
Social Growth	
Externally Necessary	
Image Development	
Autotelic Activity	

Chart 5

divisions and the six classifications used by Trask. For the student, he used four traditional classifications—cognitive and noncognitive knowledge, and personal and social growth. In addition, he recognized that the image of the institution was important to both the school and the student since it impacts on society's

[3]Trask, Taliman, *CUPID: An Exploratory Construct for Outcomes Budgeting*, SP 73-0003. Los Angeles: Systems Research Inc., March 1973.

evaluation of education. Institutions also do things which cannot be immediately classified. Those are called autotelic activities and serve, at least on the expenditure side, as a miscellaneous category.

It may be useful to summarize some of the results of Trask's early experiments with faculty and administrators at several institutions and the staff of a major system. He used a maxtrix, like the one in Chart 6, which related these outcome classifications to the program classifications used by NCHEMS. He divided his groups into two teams. Each was given the same amount of "budget," but the first team was asked to budget for programs, and then to outcomes; and the second team was asked to budget to outcomes, and then to program. Thus, a budget amount was allocated to each square of the matrix, while the teams began with different procedures for distribution of the budget to either row or column. It is interesting to note that the team which was asked to first distribute the budget to outcomes always gave more budget to research, public service, and student services than the team which began by distributing funds to programs. The distribution of funds to programs usually resulted in the same distribution as the institution currently received. The distribution of the funds to outcomes always caused a discussion of how each program contributed to the outcomes. This discussion usually identified that little personal or social growth was expected from instruction, and that more noncognitive knowledge was likely to come from participation in research and public service than current budgets would indicate. The differences in budget allocations were quite significant, usually with reductions in instruction of 10 to 20 percent so that funds could be allocated to student services, research, and public service. Apparently the outcomes classifications alone caused an increased awareness of the broad outcomes of education rather than the narrow focus of cognitive knowledge.

But these categories of outcomes were not devised merely to facilitate discussion, or awareness, of the educational processes, particularly those which occur outside the formal classroom, but rather were related to some measurement devices which were available. Primarily, these are the short five to 15 question KIT Scales developed and tested by the Center for Evaluation at UCLA.[4] The questions were designed to be answered by a student in a limited time period, usually five minutes. Thus, the scales could be used at registration or during meetings of students.

The proposed outcomes measures are shown in Chart 7. Within an institution, grade point averages would have some meaning as a measure of cognitive knowledge. The Newman report, of course, suggested that regional qualifying examinations could be used as a more comparative measure. The differences between standard achievement tests upon entrance and exit would provide some comparative data on "value added." However, for the time being it looks like successful course completions are the only available indirect measure of cognitive knowledge. Presumably, if a student achieves the completion of a course in an accredited institution, then that student has achieved some identifiable level of knowledge.

The UCLA KIT Scale for Study Habits is a potential measure for noncognitive knowledge. It asks questions

[4]Pace, C. Robert, *et al, Higher Education Measurement and Evaluation KIT*, Center for the Study of Evaluation, University of California at Los Angeles, 1971.

PROGRAMS AND OUTCOMES

Outcomes \ Programs	Instruction	Research	Public Service	Academic Support	Student Services
Internally Desirable					
Cognitive Knowledge					
Noncognitive Knowledge					
Personal Growth					
Social Growth					
Externally Necessary					
Image Development					
Autotelic Activity					

Chart 6

COLLEGE AND UNIVERSITY PROGRAM IMPACT DESCRIPTORS

COGNITIVE KNOWLEDGE
- Grade Point Average (Internal Only)
- Successful Course Completions

NONCOGNITIVE KNOWLEDGE
- KIT Scale-Study Habits

PERSONAL GROWTH
- KIT Scale-Areas and Agents of Change

SOCIAL GROWTH
- KIT Scale-Feeling About Others

* * * * * * *

IMAGE DEVELOPMENT
- KIT Scale-Satisfaction with College
- Current Gift Income per Student (Private)
- Incremental Funding per Student (Public)

AUTOTELIC ACTIVITY
- No measures

Chart 7

about preferences in activities, the ability to concentrate, amounts of memorization, and similar questions which indirectly reflect on noncognitive skills. To increase this measure, an institution would focus on reading proficiency, physical environment (for concentration), and instructional materials. Because the intellectual nature of students are different, it may be necessary to have courses taught by different methods in order for the student to gain the most benefit.

Personal growth is measured by another KIT Scale—Areas and Agents of Change. Here, the student is questioned about world view and personal philosophy, interest in new fields, general thinking skills, identity and self-confidence, social skills, career plans and skills, and his attitude toward the college. Here, such factors as the liberal arts core of a curriculum, the institution's cultural program, the encouragement of students to study new fields, faculty teaching skills, and career counseling become important to increasing the personal growth of the students.

Social growth is similarly measured by using a scale—Feelings about Others—which measures the social environment of the student. Such factors as class size, student services, and physical environment may affect this measurement.

These four indirect sets of outcomes measures considerably broaden the concept of educational outcomes. While such measures could not be used comparatively, because of technical problems in scaling and validity, they are now being used by some institutions to measure the effect of certain college activities or programs. Since changes in student services, the programs, and college activities require considerable time before they affect a large part of the student body, it will take some time to see if those colleges, who are consciously using such outcomes measures to provide information for college decision making, will begin to understand, for their campus, which activities produce which outcomes.

Chart 8 shows data developed at a small college attempting to measure student outcomes through the use of the UCLA KIT scales. This was, of course, the first attempt at such measurement, and there are resulting errors, inconsistencies, and unanswered questions. The chart gives the institutional SCORE for each scale, the MAXIMUM points which can be earned, a NATIONAL norm (where available), and, in one case, a comparative score from a similar (OTHER) institution. The data seem to suggest that more efforts directed toward noncognitive knowledge and personal growth are in order. The development of this data is explained in greater detail in the Appendix.

It may be that such outcomes measures will help maintain the quality of the education, since they are much broader than any of the "intermediate product" measures like student credit hours and place value on outcomes produced by activities other than classroom teaching.

OUTCOME MEASURES

	Score	Max	National	Other
NONCOGNITIVE KNOWLEDGE				
Study Habits	8	20	N/A	
PERSONAL GROWTH				
Areas and Agents of Change	9	14	N/A	
SOCIAL GROWTH				
Feelings about Others	21	30	N/A	15
IMAGE DEVELOPMENT				
Campus Morale	41	50	Top 4%	
OTHER				
Notable Experiences	51	60	50	

Chart 8

Summary

It is likely that both approaches to outcomes measures described here will be necessary for most institutions in the near future. The ICCB/RAMP type of reporting resembles an annual report describing the outcomes from funds which were made available to the institution. In the sense that these measures represent educational outcomes, such efforts at quantification can only assist those who must make funding decisions and hopefully will identify the many broad objectives of the comprehensive college.

It is also important that some outcomes measures, like those based on the UCLA KIT scales, be used to give an incentive to institutional management to recognize the contribution which many institutional activities have made, however indirectly, to the educational process.

While these tools, as outcomes measures, are primitive, only by using such crude tools will institutions gain the experience and knowledge to forge better ones. Perhaps these efforts, by a pioneering few, will permit higher education to continue to serve and to continue to merit the trust, confidence, and support of citizens and students.

Appendix

Chart 8 describes an outcome measurement at one college, through the use of KIT scale scores. The Center for the Study of Evaluation at UCLA has developed a number of these very short survey questionnaires, which can be used to measure student attitudes, characteristics, and motivations. The scales were developed to facilitate the collection of such information as:

> Indications of the development, progress, and attainment of students;
>
> Records of the educational experiences, processes, and contexts which affect student development, progress, and attainment;
>
> A reasonable baseline against which performance and characteristics may be compared.

The sample college chose five KIT scales, which approximate the CUPID dimensions. Copies of each of the scales, and the scoring methodology used in this case follows:

STUDY HABITS. Directions: For each of the activities described below, please indicate how frequently the activity occurs by placing a check (X) in the proper column. (VF = very frequently; O = Often; and S = Seldom or never).

"When I study I . . .

	VF	O	S
1. Read assignments without understanding them.			
2. Have difficulty concentrating.			
3. Think about things I'd rather do instead of studying.			
4. Memorize facts.			
5. Relate facts to one another.			
6. Relate concepts to one another.			
7. Relate facts or concepts to my own experiences.			
8. Relate facts or concepts from one course to others.			
9. Think about applications of the material.			
10. Think about alternative ways of understanding or explaining the material.			

STUDY HABITS: This scale attempts to measure the ways in which students do acadmic work. Items 5 through 10 represent traditionally positive activities, with 1 through 4 being less desirable. Thus, the scale is scored as the sum of answers (VF=3, O=2, S=1) of items 5 through 10, less the answers to 1, 2, 3, and 4. Six points are then added to eliminate negative scores, and the scale thus ranges from 0 to 20. The higher a score, the more students perform the usual academic tasks, and the lower their difficulty in doing academic work. To the extent that noncognitive knowledge involves methodologies, practices, and techniques, the study habits scale is an acceptably proxy.

. . . . . .

AREAS AND AGENTS OF CHANGE DURING COLLEGE. Directions: For each of the following areas, please indicate how much you have changed while in college, and how much influence each of the "agents" have been in that change. Place a check (X) in the space below the number which most accurately reflects the overall amount of change, and the amount of influence each "agent" has had in bringing about that change.

(Key: 3 = very much
2 = some
1 = little/none)

AREAS OF CHANGE	OVERALL CHANGE 3 2 1
1. Development of a world view and philosophy.	
2. Development of an interest in new fields of learning.	
3. Development of general thinking skills.	
4. Development of an identity and sense of self confidence.	
5. Development of social skills.	

6. Development of career plans and skills.
7. Development of a positive attitude towards this college.

AREAS AND AGENTS OF CHANGE DURING COLLEGE: The first column of this scale, which was the only one used by the sample institution, attempts to measure the diversity of changes that happen to students during college attendance. It is scored as a sum of the 7 items, less 7, and thus ranges from 0 to 14. The higher an institutional score, the more pervasive and diversified the change its students perceive happening to them.

. . . . . .

FEELINGS ABOUT OTHER PEOPLE. Directions: We all have different preferences and personal characteristics. Besides each item, on the right, please indicate how characteristic the statement is of you. (Response key: VM = very much; QB = quite a bit; S = some; NA = not at all.)

	VM	QB	S	NA
1. I find it hard to talk with people who hold opinions quite different from my own.				
2. I find it exciting to meet people quite different from myself.				
3. I can become so absorbed in the work I'm doing that it doesn't bother me not to have any intimate friends.				
4. I have found that people have to be pretty much like me if we are going to strike up a friendship.				
5. There are few times when I compliment people for their talents or jobs they've done.				
6. I try to get people to do what I want them to do, in one way or another.				
7. There's no sense in compromising. When people have values I don't like, I just don't care to have much to do with them.				
8. I enjoy doing little favors for people even if I don't know them well.				
9. I enjoy myself most when I'm alone, away from other people.				
10. I can be friendly with people who do things of which I don't approve.				

FEELINGS ABOUT OTHER PEOPLE: This is used as a proxy for social growth and measures an individual's ability to "get along" with other people. It is scored (VM=4, QB=3, S=2, NA=1) by summing the positive items (2, 8 and 10), subtracting the others, and adding 25 to eliminate negative scores. (Range = 0 to 30) A high score on this scale indicates that students feels confident in dealing with their peers and others.

. . . . . .

CAMPUS MORALE. Directions: Facilities, procedures, policies, requirements, attitudes, etc., differ from one campus to another. What is characteristic of your campus? As you read each of the statements, below, check the space under TRUE (T), if the statement describes a condition, event, attitude, etc., that is generally characteristic of your college; or under FALSE (F) if it is not generally characteristic of the college. Please answer every statement.

	Generally T	F
1. The big college events draw a lot of student enthusiasm and support.		
2. Anyone who knows the right people in the faculty or administration can get a better break here.		
3. The professors go out of their way to help you.		
4. Students have many opportunities to develop skill in organizing and directing the work of others.		
5. Many upperclassmen play an active role in helping new students adjust to campus life.		
6. When students run a project or put on a show, everybody knows about it.		
7. Students exert considerable pressure on one another to live up to the expected codes of conduct.		
8. There is a lot of group spirit.		
9. Most of the faculty are not interested in students' personal problems.		
10. Channels for expressing students' complaints are readily accessible.		
11. A controversial speaker always stirs up a lot of student discussion.		
12. Many students here develop a strong sense of responsibility about their role in contemporary social and political life.		
13. The expression of strong personal belief or conviction is pretty rare around here.		
14. There is considerable interest in the analysis of value systems and the relativity of societies and ethics.		
15. Students are conscientious about taking good care of school property.		
16. Students pay little attention to rules and regulations.		

17. Many students seem to expect other people to adapt to them rather than trying to adapt themselves to others.
18. Students set high standards of achievement for themselves.
19. Students put a lot of energy into everything they do—in class and out.
20. Most courses are a real intellectual challenge.

CAMPUS MORALE: This scale was developed from Pace's *College and University Environment Scales* (CUES) and measures the general attitude on campus. It is scored using the normal CUES methodology, which records the percentage of students responding in the keyed direction (all items except 2, 9, 13, 16, and 17 are keyed TRUE). A high score indicates a highly positive campus spirit and a great degree of consensus among students.

. . . . . .

NOTABLE EXPERIENCES. What stands out in your mind so far about your college experience? (*Check as many as apply.*)

1. Living away from home.
2. Informal discussion with other students.
3. Participation in sports.
4. Being involved in some extracurricular activity such as music, drama, politics, etc.
5. The experience of leadership in some campus activity.
6. Particular professors who have taken a personal interest in me.
7. Particular professors who encouraged me in my work.
8. Particular courses that opened up new interests for me.
9. Some lectures that were particularly stimulating.
10. Realizing what the demands of good scholarship really are.

NOTABLE EXPERIENCES: This scale represents the diversity of activities which students undertake during college and is scored by adding the number of items which students check as memorable. A high score indicates that most students participate in a number of different events, although such an occurrence is most prominent at smaller colleges.

. . . . . .

III. PROBLEMS AND POLICY STATEMENTS: INTERPRETING THE ASSEMBLY

The recommendations of policy encompass a broad range of program and service potential from basic declaration of mission to financing and to evaluation of efforts. Specifically and for convenience, policies are categorized under twelve headings: mission/commitment; college/community relations; new delivery systems; students/clients/learners; staff/instructions; programs; financial aid/support; problem identification; assessment/evaluation; flexibility/adaptability; relationship with other agencies; and role of AACJC.

Policy makers for community colleges now have available for their guidance the recommendations of a national cross-section of college and community representatives. Congressional committees, state legislators, college boards of control, both state and local, will find in the Assembly report policy recommendations covering a broad spectrum of educational and social problem situations.

While each policy recommended would ultimately be the concern of one particular legislative or regulatory agency, all such bodies need to be knowledgeable about the entire range of suggested policies because of possible interrelationships and potential cumulative effects. For example, while local boards of control have immediate jurisdiction over staff and instruction policies, state boards or agencies might well set the necessary climate through legislation or regulation for the proper operation of policies originated at the local or district board level.

The Assembly statements are forthright and pragmatic. The Assembly speaks for itself and is beholden to no one. If any one member had an axe to grind, he or she was obliged to enlist the support of others and make a joint proposal before winning broader acceptance.

Some policy makers will find some of the recommendations not to their liking. This is not unexpected. For example, the emphasis on local initiative versus increased state government involvement in educational management will not receive universal approval. However, in considering the Assembly emphasis on community-based education, the burden of proof of the greater effectiveness of state over local initiative, generally speaking, still rests with the proponents of the centralization of power.

Policies deal with power. The power to cause positive change and the strength to stifle. The Assembly members understood this dynamic and handled it with relative comfort. The emphasis on community was constant and reflected some of the intensity of feeling normally associated with spiritual adventure.

The central focus on community remained sharp and distinct—a tribute to both the populist leanings of the educators and the constant reminders by community representatives of what they expect from their tax investments or college contributions.

It is important to note that private, independent, as well as public colleges, met together on common ground. There is some evidence to indicate that in these times of severe financial stress, especially for the private junior college, those institutions flexible enough to change from a purely liberal arts orientation to a community problem-solving program can survive and do well.

The potential capacity of private colleges to contribute to the solution of local or regional manpower,

health, and business problems should not be lost on policy makers, especially at the state and federal levels.

This statement is dedicated to the communities that community and junior colleges serve. The Assembly had in mind the larger purpose of a higher quality of life in America and addressed its energies and thoughts to that end.

These statements and recommendations are offered with the hope that the initiators of policy—in the colleges, in local government, in state legislatures, and at the federal levels—will find them useful in reaching for the same objectives.

The six discussion groups of the 1974 Assembly compiled policy recommendations for the implementation of community-based education. These recommendations have been categorized and recorded in this chapter. Some of the categories are longer than others, but length does not necessarily connote the importance or lack of importance of a category.

If there is a redundancy or overlapping of recommendations, it is because several groups spoke to similar points. All viewpoints were recorded as faithfully as possible.

Each category is divided into three sections: problems, policy recommendations, and conclusions.

William G. Shannon
Assembly Moderator

MISSION/COMMITMENT

Since the focus of the 1974 Assembly was on community-based, performance-oriented education, logically the mission of each college would include a community, performance emphasis.

Community-based. The community college acknowledges its role in assisting to solve the grave problems that are affecting our nation and accepts responsibility for the educational component in social change at the community level.

Performance-oriented. Two-year colleges should be committed to performance-oriented education, including implementation of assessment techniques for life experiences, formal training in nonacademic institutions, faculty-sponsored field experiences, and cooperative education. Common guidelines should be established for conferring and representing credit on transcripts.

Problems

1. The mission of the community college needs to be one of service to *all* members of its community (young, old, handicapped, mothers, single parents, rich, poor) and needs to be stated.
2. The governance and faculty of the community college are not committed to community-based education.
3. In order for community and junior colleges to truly embrace and provide for performance-oriented postsecondary education, they must be able to assess and grant credit equivalencies for nonclassroom learning.

Policy Recommendations

1. *Each community college should examine or evaluate, regularly, its procedures for carrying out its mission for possible revision or improvement.*
2. *A statement of community-based commitment should be issued by a policy board. This statement would include a commitment to in-service training for the policy board, administration, and faculty and would also revise the tenure and reward systems.*
3. *The commitment to performance-oriented education requires the development and implementation of assessment techniques for such learning as: nonsponsored prior job/life experience; formal training in nonacademic institutions such as the Armed Forces, government, or industry; apprenticeships in skilled and professional fields; and faculty-sponsored field experience internships for students. In addition, guidelines should be developed and implemented for conferment of credit for experiential nonclassroom learning and for representing this credit on the transcript.*

   Faculty, administration, and staff should be introduced to exemplary programs in other in-

stitutions which successfully provide assessment and grant credit for experiential nonclassroom learning. In many cases retraining the staff will be necessary especially in the area of student advisement.

The community and junior colleges must realize the expertise needed to develop and implement these policies will not always be found in the institution and must be sought in the community.

Conclusions

To achieve community-based, performance-oriented education, each institution will have to assess its present policies, internally and externally. Evaluation of programs and goals will become an on-going activity. To fully implement this philosophy, each college will also have to sell its philosophy to the community, the state, the federal government, and the accrediting organizations which have impact upon the college itself.

As one group stated:

In these things do we earnestly believe—

That every individual has the capacity for continuing growth and that education is fundamental to this human goal.

We further believe that every ethnic group, social class, and sex are equally endowed with inherent worth and potential.

We view community-based postsecondary education as the process for lifelong learning, and we pledge our efforts to the availability of quality education for all.

COLLEGE/COMMUNITY RELATIONS

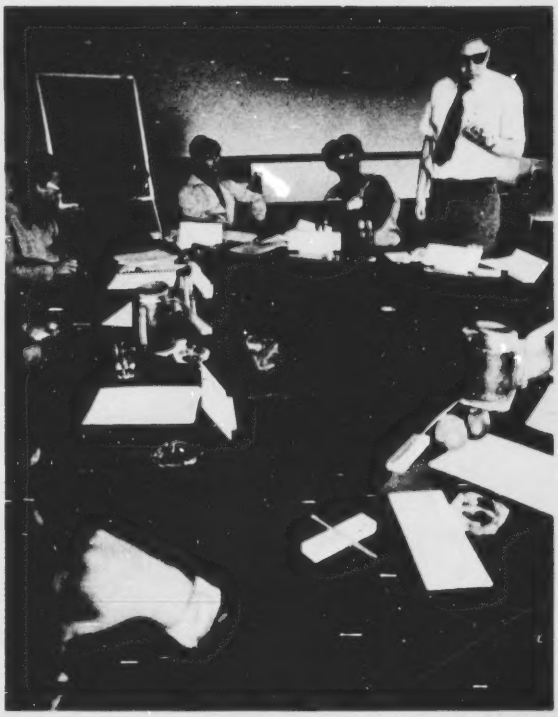
Each college is part of a community, and each community has an identity which dictates its strengths and weaknesses. Community college leaders should be aware of all segments of the community which their particular college serves. They should know what services are available to their constituents in the community.

Assembly participants seemed to disagree as to whether a community college should be a change agent or should merely respond to the expressed desires of the community.

If some of the problems and policy recommendations in this section seem redundant, it is undoubtedly because each group, although working separately, expressed similar concerns over college/community relations, and all have been included in this report.

Problems

1. The community college must determine the needs of the publics it serves, utilize input from the users



of such services, and consider the availability of funds and facilities.

The college must also coordinate its efforts with other organizations providing services in the same geographic area. Finally, the college must justify the needs after considering all the input from the community.

2. The college needs to help diverse groups work together, gain the skill, and develop programs for enhancing the quality of living in the community—to form a community-wide group for urban (suburban or rural) care.
3. The college should work in collaboration with special interest groups (sub-communities).
4. For efficiency, an integration of agencies in family-centered human services such as education, health, and employment; a utilization of various public and private resources, and an involvement of individuals to promote growth and self-direction is needed.
5. Overlapping of community service and adult education programs provided by the community college, public schools, and recreation departments should be eliminated.
6. The community image of the community college needs to be improved and expanded.
7. Some top-level high school students are reluctant to attend a community college because they feel it is a glorified high school.
8. Some segments of the community have low educational achievements.
9. There is a need for improved articulation between high schools (especially in the senior year) with area postsecondary institutions.

10. Present education concepts and practices lack effective objectives that reflect the mission of the community-based college.

Policy Recommendations

1. *The community college should determine who has the best capabilities to assess the needs of the community, what institutions can most effectively provide a needed service, and what support can be provided by other agencies which are supplying services to the target group.*

   In addition, it should be the policy of the college, through the president who can assign staff and resources for facilitation, to establish formal and informal relationships with governing boards of other community educational and service agencies with the objective of promoting cooperative planning and program implemeniation.

2. *In order to help diverse groups work cohesively for enhancing the quality of life in the community, the community college should provide facilities, consultants, facilitators, organizational development, skills, and political expertise in working with agencies and groups such as the city council.*

3. *In order to sensitize and advise the college of the needs of new clientele, it should be the policy of the college to initiate collaborative relationships with senior citizen groups, social agencies, women's groups, minority interest groups, labor groups, veterans organizations, and other identifiable community constituencies.*

4. *Federal, state, and local agencies should authorize and plan joint approaches for the delivery of family-centered human services such as education, health, and employment. Funds should be sought for areas of need not now being met.*

5. *A coordinating council of community education agencies should be formed to develop cooperative programs and to eliminate overlapping.*

6. *The role of the community college should be publicized to the community so that misconceptions as to what a community college is, will be eliminated.*

7. *New articulation modes with secondary schools should be devised to help combat the low educational achievement of some segments of the community.*

8. *"Credit in escrow" programs created by the college should be established at local high schools. Good information and counseling service should accompany these programs.*

9. *Colleges should be innovative and realistic in their approach to learning by making the student the measure rather than offering a static curriculum. Citizens and college staff should first look at community needs before devising programs which establish fiscal limitations.*

Conclusions

One group accepted the following statement: "The community college acknowledges its role in assisting to solve the grave problems that are affecting our nation and accepts responsibility for the educational component in social change."

The concensus was that the college should be immersed in community life, enrich community life, and strive for excellence in terms of professional integrity.

Service to the community should be assessed periodically to ascertain that community needs are being met, to evaluate staff development and attitudes and maintain quality in the programs being offered.

These are, above all, *community* colleges.

NEW DELIVERY SYSTEMS

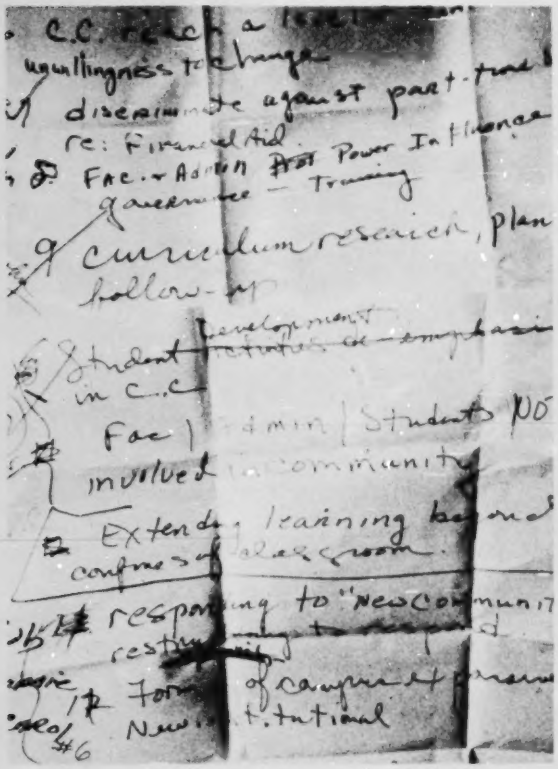
If a community college is not constantly changing, it has lost touch with the times. New problems require new policies, new methods.

Problems

1. Projections of enrollments in postsecondary education are essentially based on traditional con-

cepts of who goes to college, when, and where. Current changes in community college student bodies are proving the fallibility of these projections.

2. Community colleges have not truly involved the constituencies of the community at large, and,



therefore, their educational and/or supportive needs are not being met.

3. The community college has not educated the community in expressing leadership or in becoming an integral part, through instrinsic values learning, in classes of common community interest.
4. There is high local and regional unemployment, little or no college research on community life and resident needs, and inflexible procedure and organization in the college which hinders quick response to identified needs.
5. Educational/career counseling is not easily available for unemployed adults who suffer loss of face.
6. Counseling services require new dimensions.

Policy Recommendations

1. *Community college agencies at state and national levels should engage in public relations and political advocacy which will lead to recognition by their publics (political bodies and research agencies) of the realities of attendance at community colleges in the light of existing and emerging community-based education.*
2. *Periodic dialogue in the form of public meetings or advisory boards should be held with the policy-making body of the college system, administrators, and staff.*
3. *There should be a reconstruction of promotion and reward systems and restatement of missions of the faculty and the policy makers. Programs to orient staff, students, and administration to the community should be made mandatory, providing the community approves this.*
4. *Policy should provide for career counseling and job retraining for regional residents. College funds should be budgeted for planned research of existing program outcomes, community needs, and existing services provided or served by other area agencies. College policies should be restructured in a broad-based format to permit flexible, responsible procedures and an organization structure patterned to respond to new constituent needs.*
5. *Field centers for adult guidance should be developed, adequately funded, and staffed.*
6. *In order to more effectively provide for counseling needs arising from a community-based education orientation, it should be the policy of the president to provide the necessary vehicles for counseling services which meet the diversified needs of the new clientele and to insure that these services are decentralized to the extent required by the clients.*

Conclusions

The following methodologies are required for community-based education:

> It shall be the policy of the college, the trustees, and state boards of education to provide methodology and delivery systems to accomodate and be compatible with the learning styles of their varying communities of students. Educational resources should be accessible to all students.

STUDENTS/CLIENTS/ LEARNERS

A community college exists to serve its clients. Because the focus of the Assembly was on the philosophies behind community-based education, the students themselves were not the main issue—rather their needs, their ethnic, age, social differences, and their employment requirements were discussed. Most of these areas are outlined in other sections of this report; however, some discussion groups specifically listed clients who require special policies.

Problems

1. Some colleges need to intelligently determine the learning aims of the adult rural population.

2. There is a general inability for the aged and aging to retain functional, productive positions in society if they choose.
3. An increasingly growing number of senior citizens is denied access to programs of education designed as specifically for the elderly as they are for the young. Such programs are needed primarily to welcome the elderly into the mainstream of lifelong learning.
4. Many segments of society are entrenched in the idea that education exists between ages 5-22.

Policy Recommendations

1. *Funding, autonomy, and elimination of duplication of courses are required to more efficiently serve adult rural learners.*
2. *Community colleges should make a commitment to develop and maintain special programs for the aged and aging and to integrate them into existing programs that they need or want. Both would allow them to learn new skills or refresh old ones.*
3. *Educational policy dictates that specific efforts must constantly implement programs at the end as well as the beginning of the continuum from the very young to the very old.*
4. *The college should work for the recognition of the right of personal choice as to which years one wishes to spend in work, education, or leisure, thereby eliminating forced retirement or programmed educational years.*
5. *The Congress should authorize statements supporting lifelong learning as the privilege of every citizen.*

Conclusions

There is no longer an "average" college student. As institutions endeavor to serve clients, they will evolve with the changing times. Efforts must be made to serve all elements of the community.

STAFF/INSTRUCTION

No matter what policies or philosophies the college has, the student will be most influenced by the person who teaches the course chosen by the student and by the content of that course. The attitude of instructors and professors is therefore of utmost importance to the well-being of the college.

Problems

1. Sometimes there is a lack of community involvement in the operation of the college.
2. The governance system and faculty are not always committed to community-based education.
3. The community college is not reflective or representative of the community in regard to staffing.
4. The faculty needs to understand the concerns of the community and relate teaching content and methods toward those concerns. Faculty should relate learning to life and to changing the environment.
5. The faculty needs to be motivated towards meeting contemporary needs of the community by becoming more flexible, less traditional, and more broad in their thinking and attitudes.
6. Quality education is sometimes sacrificed for budgetary reasons which affect adequate classroom supplies, textbooks, housing, and qualified teachers.
7. There is a lack of minority counselors.

Policy Recommendations

1. *The college should insist that all staff be involved in teaching ALL constituency what the college has to offer them.*
2. *The college should have a statement of commitment to community-based education from the policy board. There should also be a statement of commitment from the board to pre-service and in-service training for the board, administrative staff, faculty, and classified employees. The college policy regarding appointments, tenure, and promotion should reflect community-based education.*
3. *Hiring policies should take into account all the constituencies, and it should be policy that present staff become aware of the community by actively participating in community organizations.*
4. *Faculty should be educated about the community as a mandatory continuing education experience. (The community should become a learning laboratory.)*

5. *Teaching methods should be improved by utilizing tutorial services, teaching aids, audio-visual aids, with appropriation of funding where needed.*
6. *The college should establish a policy to seek and hire minority counselors in an effort to gain community trust.*

Conclusions

By keeping the faculty involved in the community, they will develop more effective means of communicating with their clients, and they will be aware of what will most benefit their clients in the courses taught.

PROGRAMS

The six separate discussion groups at the Assembly were unified in the program areas of highest priority—specifically, for bilingual students, for the elderly, and for the labor force.

Problems

1. The present monolingual approach to education is not adequately serving significant segments of the community who are monolingual in another language, leading to unemployment, underemployment, and other problems.
2. There is a deficiency of education for the culturally and linguistically distinct students especially in light of current national trends to accomodate this group.
3. There is a lack of provision and services to consult with or counsel concerned community members on preretirement options—new careers, new skills, financial security.
4. Community resources are not fully utilized in instructional programs which offer cooperative work experience or credit for prior experiences.
5. Colleges need to recommit themselves to experiential learning.
6. Vocational/technical programs in high schools and community colleges frequently overlap, causing voter resistance to both.
7. Currently, colleges are unnecessarily duplicating vocational/technical services and are more concerned with responding to immediate business and industry needs rather than educating their students with well-coordinated career vocational/technical programs.
8. Curriculum should relate to sharp and rapid changes in the job market.
9. Colleges need to provide job entry skills.
10. The present health care delivery system is not well staffed at para-professional and lower entry positions.

Policy Recommendations

1. *The educational system should be conducted in the language of the student when significant portions of the community need it.*
2. *Bilingual and bicultural education should be implemented in order to meet the dire needs of, not only breaking this language barrier, but also paving the way to equal educational and vocational opportunities.*

3. *An institutional commitment should be made to employing and/or training staff to provide for preretirement counseling services.*
4. *Credit should be allowed for work or experience other than that given on the campus.*
5. *It should be the policy of the college to encourage all instructional divisions of the college to create for students learning experiences in the community, such as work-study arrangements, internships, volunteer service as an integral part of the credit-bearing offerings of the college.*
6. *Intra-state regional vocational/technical planning councils should be created which involve appropriate personnel from the various sectors.*
7. *The college should establish a better system of labor forecasting as well as a closer relationship with public and private employers.*
8. *Colleges should cooperate with business and industrial groups to develop instructional programs which provide educational opportunities to persons seeking job entry skills.*
9. *Instructional programs in allied health and related areas should be begun as soon as possible.*

Conclusions

The community college will engage all segments of the community in dynamic participation in its operations by creating representative committee structures. The college will also be instrumental in forwarding lifelong education. (Lifelong education is defined as formal or nonformal educational experience for age, sex, cultural, economic groups in the community.) Finally, the community college curriculum content should reflect the local and national norms on sociocultural realities and include a multi-cultural and multilingual dimension as needed.

FINANCIAL AID/SUPPORT

The financial aid/support category of this report divides naturally into two distinct areas: 1.) monies to run institutional programs and 2.) monies needed by students to participate in institutional programs.

Problems

1. State funding agencies often lack community college representation.
2. Funding patterns for noncredit offerings are inadequate.
3. Many states have laws which require community colleges to charge students who live in the state but outside a district a higher rate of tuition than that paid by students who live in the district.
4. In coordinating activities between community colleges and community schools, cooperation should be worked out with regard to funding sources.
5. There is a lack of financial aid for part-time students above poverty level—especially for women who feel they cannot take money from meager family resources to improve their own capacity to earn.
6. Indian students do not have an equal chance for Office of Education funds because they are automatically referred to the Bureau of Indian Affairs for scholarships. Presently, B.I.A. can only afford to educate a few students because of limited funds.

Policy Recommendations

1. *In order to insure adequate funding levels and patterns for community colleges to implement community-based education, it should be the policy of the state to establish and utilize community college representative(s) at the state level.*
2. *State legislatures and local funding authorities should establish clearly defined formulae for funding noncredit courses.*
3. *States should implement a chargeback system which would enable students to enroll, at resident rates, in programs not offered in their home districts.*
4. *Community colleges and community schools should establish domains of operation.*
5. *Grant and loan policies should be broadened to recognize part-time adult students as equally entitled with recent graduates, veterans, and the poor.*
6. *College financial officers should be aware of Bureau of Indian Affairs' policy and that B.I.A. scholarships are supposed to be supplementary, not the only source of financial aid for Indian students.*

Conclusions

Community-based programs should appeal to the members of the community, prompting them to enroll at the college. Students in turn produce revenue for the college—a profitable circle of mutual needs fulfillments.

PROBLEM IDENTIFICATION

A college will encounter problems. How it identifies problems and, in turn, deals with them is a problem in itself. Some systematic method for this is necessary.

Assembly participants voiced concern over the general need for policy in this area and over specific problems.

Problems

1. A well organized assessment of community needs should be undertaken periodically by each institution.
2. Some efforts must be devised to plan for alternative futures.
3. Community-based education is not a service by institutions for education of communities; it is institutions with resources working with people in communities re: interests and needs. Colleges are successful when people in communities are strengthened in initiative and responsibility towards solving their own needs. People's needs are not fragmented, but occur in families and communities, needing united human services efforts by agencies other than educational—requiring symbiotic interactions and cooperation. Colleges have capacities and commitments for lifelong, community-wide involvement.
4. Systems are not reacting to needs in the community. The bureaucratic structure of community colleges inhibits participation. There is insufficient interaction between the staff and the constituents. Governing boards have not made a clean commitment to implementing community-based education.

Policy Recommendations

1. *In order to determine total educational needs of the citizens of the community, it should be the policy of the college to systematically study—through surveys, interest studies, advisory committees, and other techniques—the new and changing educational needs of the community as reflected in data gathered and to determine the priorities of expected resultant programs.*
2. *To provide opportunity for the improvement of the quality of future life in the community, it should be the policy of the college to encourage and participate in forums and other opportunities for dialogue with responsible community leaders and government officials directed toward alternate plans for the future of the community.*
3. *Community colleges should identify as board policy:*
   - *interaction with communities and peoples, solutions of peoples' needs, processes of communication, contracting, and alliances with agencies.*
   - *identification of areas of interaction, depending on diverse community interests.*
   - *identification of leadership in inter-agency approaches and cooperation with other agencies undertaking leadership.*
   - *definition of president and staff—the descriptions, skills needed—as creators and stimulators of symbiosis.*
4. *Colleges should establish a policy for evaluating the administration in the light of community-based philosophy and should make a commitment to the active recruitment of members of the community as teachers and participants. Governing board policies should enhance community-based education.*

Conclusions

Institutions which adopt the suggested policies should evidence academic flexibility and continuous input from advisory groups. These colleges will have a master plan for the future which will be periodically reassessed. Funding and expenditures will be more easily obtained and justified. Cooperative relationships with local and state officials will contribute to greater efficiency in all areas.

ASSESSMENT/EVALUATION

James Farmer's speech, which is included in this publication, points out the need for assessment of community colleges and their programs. This is still a relatively new area, but one in which colleges are becoming more involved.

Problems

1. There is an attitude on the part of the general public, collectively and individually, that what they think or want does not matter, is not important, or will not be heard.
2. There is no community-based research and development agency dedicated to policing the changing communities for identification and validation of community needs as well as minority progress.
3. The most appropriate basis for evaluation of programs has yet to be devised.

Policy Recommendations

1. *It should be the policy of community colleges to facilitate decision making and to implement programs which meet community needs. Periodic assessment of the effectiveness of this policy is essential.*

2. *A community-based research and development agency should be established whose purpose it would be to identify and validate the magnitude of need and to monitor progress of solutions after needs have been prioritized for action as goals by the people.*
3. *In assessing the effectiveness of programs, evaluation should be based on clients' professed goals rather than institutionally established goals.*

Conclusions

As professionals, college personnel accept the responsibility for determining their own accountability, including those specific outcomes which are quantifiable and those nonspecific outcomes which involve abstract values implicitly associated with education.

FLEXIBILITY/ADAPTABILITY

The community college, in its efforts to be community-based, is of necessity a changing institution. Flexibility and adaptability are essential to the institution if it is to fulfill its mission to the community and its clients.

Because community colleges are comparatively young, they are not entangled in long-standing traditions. The success of the community college movement lies in the fact that they move to the rhythms of today.

Problems

1. A flexible institution, responsive to community needs, has to be free from the constraints of district and state policies and laws that preclude this kind of flexibility (e.g., bases on which institutions are funded such as full-time enrollment).
2. Prerequisites and Carnegie units stifle flexibility in college programming.
3. Colleges and secondary schools need to coordinate their programs so that overlapping programs are eliminated.
4. Programs and scheduling at colleges do not always reflect the needs of the clients.
5. Community colleges are not always able to attain internal flexibility and local autonomy to genuinely meet the varying community needs in the face of teacher negotiation and state centralization.

Policy Recommendations

1. *The college should establish authority for institutional accountability for local programs and seek funding by which institutional initiative can be implemented.*
2. *Programs should be self-pacing based on competency without regard to prerequisites, time, or Carnegie units.*
3. *AACJC should produce a statement, as one of its major thrusts, regarding articulation between secondary school and community college programs, with the end result being the elimination of the 12th grade.*
4. *Flexibility of programs and scheduling should result in classes that are geared to the hours of students with varying job hours, facilities for the handicapped, programs for senior citizens, and the provision of child-care centers for use by evening students.*
5. *Learning is a lifelong process, and community colleges should be able to serve individuals and groups at whatever time and place the needs can best be met.*

Conclusions

Community colleges pride themselves on being nontraditional. This is especially evident in their efforts to adapt to the specific needs of each community.

RELATIONSHIPS WITH OTHER AGENCIES

Since community colleges are dependent upon state agencies for funding, accrediting agencies for accreditation, and other agencies for services, good relationships between the colleges and these agencies are necessarily of prime importance if community-based education is to thrive.

Problems

1. There is a lack of articulation between educational agencies in the state.
2. Regional accrediting agencies lack knowledge about community-based education.
3. The community college and regional and state agencies need to define, articulate, and implement

the concept of community-based education. Since communities are complex and served by many public and private bodies, the community college can best see itself as a facilitator—even broker—in a symbiotic relationship with others.

4. The community college needs to establish working relationships with all appropriate state agencies.

Policy Recommendations

1. *Educational agencies within a community and state should form a coordinating council of representatives to develop articulation agreements.*
2. *A recognized, knowledgeable leader in community-based education should be included on accreditation teams for all future evaluations.*
3. *It should be the policy of each college to work in collaboration with other public and private groups in its community to assess the educational needs of all its citizens and to encourage group collaboration in meeting needs.*
4. *In order for the community college to more effectively serve the needs of the community, it should be the policy of the state to provide liaison with appropriate state-level agencies to increase their understanding of community-based concepts and programs and of the role the community college can play in meeting the educational needs of the state.*

Conclusions

Community-based education cannot be accomplished solely by a community college. Rather, it requires the inter-working of many agencies, cooperating with the community college. Distinct efforts must be made by the college to open channels of communication with all these agencies and to maintain the flow of cooperative efforts.

ROLE OF AACJC

The Assembly concentrated on the role of the college in the community. From the discussions, however, policy statements affecting this role on a national level were made. Since the American Association of Community and Junior Colleges has, as part of its mission, the national promotion of community-based education, these policy recommendations were directed to the Association's responsibility.

Problems

1. Two years ago the first AACJC Assembly affirmed that the mission of community colleges includes advancement toward "educational opportunity for all." Much, however, remains to be done. Among others, the following groups appear particularly to be deprived: the prospective student parent; aged, infirm, and shut-ins; minorities; underemployed; offenders; uninformed.
2. National and state policies promoting community-based education need to be expanded; supportive legislation needs to be enacted.

Policy Recommendations

1. *AACJC should take leadership in monitoring and promoting progress toward the objective of equal access of education. Possible efforts should include identifying exemplary programs and dissemination of this information to the membership; establishing means to monitor data at all levels, community to national, which indicate progress or lack of progress toward this objective; promote legislative analysis by appropriate agents/organizations, such as educational commissions of the states, to identify legislative roadblocks; monitor execution of existing legislation (financing, funding formulae, etc.) with view to improvement of programs related to access (such as the G.I. Bill); at the national level, act as an advocate for continued progress toward this objective.*
2. *AACJC should support expanded education programs relating to the aging by encouraging Congress to appropriate federal funds to appropriate agencies, by suggesting to the U.S. Office of Education that education programs relating to aging be established as a priority for utilization of their funds, by petitioning the Senate Special Committee on Aging to establish a subcommittee on education, and by encouraging institutions of*

higher education to adopt free tuition on a space available basis for persons age 60 plus.

3. *AACJC should cooperate with the educational departments of the major labor organizations to create an impartial national council of labor studies.*

4. *AACJC should encourage individual institutions to develop and strengthen programs for the unemployed and underemployed with particular attention being given to the specific occupational education needs of those entering the work force after age 30, women entering and re-entering the labor force, the retraining and upgrading of the currently employed, and the training necessary for new and emerging careers.*

5. *AACJC should encourage the development of private and governmental financial aid resources for part-time as well as full-time students.*

6. *AACJC should support state higher education legislation and funding to encourage comprehensive program evaluation and follow-up studies of community college students.*

Conclusions

If each community college does its part to promote community-based education, AACJC, as the national voice of these community colleges, must share in the responsibility. There are many areas in which it is easier for a national association to be effective than for a single college. AACJC is responsible for a large segment of the work that must be done for community-based education.

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